# FURTHERING THE VISION FOR COMMUNITY LIVING: NEXT STEPS

Evaluation Committee Response to the Community Living Transition Steering Committee Report

November 29 **2002**

# EXECUTIVE SUMMARY

The Community Living Transition Steering Committee (CLTSC) has provided a vision of choice and change for adults and children. The Evaluation Committee supports the general direction of the CLTSC vision. Where the Evaluation Committee has differed from the CLTSC it is more related to the means of getting to the destination, rather than the destination itself.

The Evaluation Committee appreciates the obstacles both the Interim Authority and the Authority will need to overcome as the community moves along the path toward realizing the vision. These obstacles include:

- Transforming the culture of need, which has evolved over time in the relationships between government, Ministry staff, service providers, clients and their advocates, to a culture that promotes family and community capacity to protect children and to support child and family development;
- More fully developing a community-based service delivery system that promotes choice, innovation and shared responsibility, and reduces dependency on government; and
- Implementing these changes in an environment of reduced government financial support.

It is the intention of the Evaluation Committee that this document assist the Ministry of Children and Family Development and the Interim Authority as they take the next steps together.

The Evaluation Committee was asked by the Minister to apply three critical tests to the CLTSC report:

*"1. Has the mandate to create community-based governance been met?*

*2. Do any of the recommendations contain measures that would exceed my statutory powers or would preclude me, as minister from acting on any of them?*

*3. Has the CLTSC applied their knowledge and experience to making the implementation as good as it could possibly be?"*

Community-based governance can be defined as a model where authority and decision making powers that are the responsibility of the Minister are delegated to a group of citizens. Adopting this definition, the Provincial Authority, as contemplated, provides community–based governance. The vision of the CLTSC is that community-based governance leads to community-based service delivery. The report did not provide adequate detail with regard to service delivery for the Evaluation Committee to determine if this was a likely outcome of the proposed governance model.

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There are a number of recommendations that exceed the Minister's statutory authority. They can be divided into three categories where either the Minister cannot act, or cannot act unilaterally: budgetary, another ministry's responsibility, or cross-ministry issues.

The CLTSC has applied their knowledge and experience to making the implementation as good as it could possibly be at this preliminary stage of transition to a new Authority.

The Evaluation Committee identified five major items that it considers it imperative that the Interim Authority address and has outlined next steps, which form the foundation of a potential work plan for the Interim Authority.

1. **BUILDING COMMUNITY CAPACITY**

The Evaluation Committee supports the "empowered communities" approach of John McKnight and has used it as a framework for the assessment of community capacity.

The CLTSC Report provides a vision for community living services focused largely on the introduction of Individualized Funding and an independent planning commission (the Planning Support Commission). Both of these innovations are seen as providing the individual with more choice.

The report provides very little information on how community members will be engaged and how the assets of the community will be inventoried and developed in order to expand these choices. In addition, the Evaluation Committee could not determine if the proposed changes in financial support provided by government would result in decreased dependency on government, as anticipated by the CLTSC. The Evaluation Committee is also concerned about the continued focus on needs rather than on assets or capacity in the Recommendations.

## NEXT STEPS

- Engaging the community and more fully using its capacity is going to be a critical element in the success of the Provincial Authority. It is directly related to both personal and service outcomes, and ensuring the financial sustainability of the CLS programs offered. The Evaluation Committee recommends that the Interim Authority fully describe how it intends to utilize the existing capacity of individuals, families and the community and develop it further, and the strategies it will employ for resource development and capacity building, including fund-raising.

- The Interim Authority should engage those who have been leaders in achieving a similar cultural and organizational shift to a community capacity and asset based model in other jurisdictions (i.e. Australia and the United States) to assist and advise it on how to lead change in British Columbia.

## 2. PROVINCIAL AUTHORITY GOVERNANCE

With respect to Provincial Authority governance the Evaluation Committee recommends that a) The role of the Board members should be focused on the interests of the Authority and not the organization which nominated them, b) The Minister should solicit nominations for board members from the community at large, and, c) The Minister should reserve the right to select the chairperson of the board.

### NEXT STEPS

- In drafting the legislation that will enable the new Provincial Authority, each of the points made by the Evaluation Committee should be weighed against what has been proposed by the CLTSC. In the opinion of the Evaluation Committee the Minister should retain as much freedom of action in relation to the Authority as is reasonable and is not inconsistent with similar Authorities or the spirit of community-based governance.

- It is the understanding of the Evaluation Committee that a 20 member Interim Authority Board is envisioned and that 13 of the appointments have been made from the members of the CLTSC. The Evaluation Committee recommends that the Minister consider appointing the remaining members based on their experience and expertise in the financial, management and legal spheres in order to meet the need of the Interim Authority to develop its service plan and achieve the Ministry's Readiness Criteria for transition to a permanent Authority.

## 3. DEVELOPMENT OF A SERVICE PLAN

The Interim Authority needs to develop a service plan that a) is based on performance outcomes, b) is related to the Ministry's budget plan c) includes an organizational plan and a workforce adjustment plan and d) provides an implementation timeline related to the transfer of responsibility to the Authority.

### NEXT STEPS

***Outcomes***

- The Interim Authority and the Ministry should commence a process to establish the performance measures against which the new Authority will be measured. The Evaluation Committee does not see this as merely filling in the blanks in the Ministry's service plan targets. As a minimum, new measures and targets related to outcomes for community capacity and Individualized Funding need to be incorporated into the service plan.

- The enabling legislation of the new Authority should be as definitive as is practicable in describing the performance measures against which the new Authority will be measured.

- The Evaluation Committee further suggests that the number of performance indicators and targets be kept to a minimum, at least in the early phases of the transition. The focus should be on doing a few things well.

***Budget***

- The Interim Authority should engage individuals with the requisite expertise to undertake the financial analysis required to estimate the savings potential of the cost containment measures and the cost of initiating the CLTSC recommendations that have a measurable financial impact. The goal of this financial analysis is to determine what the Interim Authority can realistically afford to do and, consequently, to assist it in establishing priorities for its service plan.

- The Interim Authority should not consider as cost savings, measures that increase costs for other Provincial Ministries or increase the tax-burden of B.C. residents.

***Organizational Structure***

- The Evaluation Committee recommends that the Interim Authority consider achieving its human resource objectives in three phases:

  1. The organizational structure is finalized.

  2. The Interim Authority and the government jointly determine the most expeditious process for transferring staff to the Authority.

  3. Once steps one and two are completed the Interim Authority and the Ministry communicate the process to a) the Unions / Associations representing the employees b) the impacted Ministry employees.

- The Interim Authority should engage individuals with the requisite expertise in human resource management and organizational design to assist them with this objective.

***Implementation Plan***

- The Interim Authority needs to develop an implementation timeline in its service plan based on the Ministry's readiness criteria. The timeline should focus on the critical elements of the CLTSC vision. The Evaluation Committee recommends that the Interim Authority consider a phased approach:

  **Phase 1** – The transfer of responsibility for adults,

  **Phase 2** – The transfer of responsibility for children, and,

  **Phase 3** – The commencement of the independent planning function.

## 6. THE RATIONAL FOR A PLANNING SUPPORT COMMISSION

The Evaluation Committee supports the idea of Individualized Funding and independent planning. The issue is not whether or not there should be independent planning, but what level of independence is affordable, practical and necessary. The Planning Support Commission (PSC) is one of various possible models. The concerns the Evaluation Committee has with the PSC model are:

- It sets up a parallel structure with its own board of governance, CEO, and it is assumed its own polices and procedures. Intuitively the Evaluation Committee feels that this duplication will increase costs, which could otherwise be used on services.
- The PSC and its staff would be the community face of the Authority, however it is not directly accountable to the Minister, rather it is accountable to the Minister indirectly through the Authority. In contrast, the Authority, which determines services and eligibility and provides funding would have no direct community presence.
- The PSC staff would develop service plans for clients without reference to the budget of the Authority. As the budget for the authority is fixed, the model sets up the potential to create a false set of expectations and involve the Authority in disputes over funding levels each time an individual's plan is not fully funded.

### NEXT STEPS

- The Evaluation Committee recommends an organizational structure that provides the independent planning function as part of the responsibilities of the Authority.
- The Interim Authority needs to determine what resources are reasonably available, within its budget, for independent planning.
- The Evaluation Committee suggests two alternative models for delivering the planning function:

Option 1: Planning services are the responsibility of a branch of the Authority and not a separate governance structure. The branch would be made responsible for community development and could also be responsible for adult guardianship (investigation of reports of abuse and neglect).

Option 2: The authority provides planning funding as part of Individualized Funding (IF) rather than having the authority provide these services through its own direct staff located in branch offices throughout the province. IF recipients could then purchase planning services from an agency or qualified individual. This would avoid "professionalization" or "bureaucratization" of the planning function and ensure it was truly independent.

In either case, oversight could be provided by an Independent Planning Committee appointed by the Board of the Authority.

- To be consistent with a "mutual-aid, self-help" model, the plans themselves should emphasize community supports and personal and family capacity in addition to government funded services.

## 4. EQUITY AND SAFETY FOR [redacted]

The Evaluation Committee is particularly concerned that the Authority determine how it will ensure equitable access to services and supports for those who do not have family members or others able to represent their interests and assist them to determine a plan and then to achieve the supports and services outlined in the plan. It is also concerned that the Interim Authority demonstrate how it will ensure the safety of vulnerable individuals, particularly during the transition to the new Authority and its new service delivery model.

### NEXT STEPS

- The Interim Authority should evaluate how its service plan provides services to all eligibility and define outcomes that demonstrate this.
- The Interim Authority requires a risk management plan that describes how the safety of all clients will be ensured, especially during the period of transition, and reinforces that due diligence must be carried out in this regard.

The Report was cross-referenced to:

- Internationally accepted accreditation standards;
- the Regional Authority Readiness Criteria; and
- the MCFD Corporate Accountability and Performance Framework to determine if any gaps existed. The results of this analysis are summarized in Section 2.

Generally, the CLTSC recommendations are consistent with these standards and criteria, but are at a preliminary stage of development.

The Evaluation Committee reviewed each recommendation of the CLTSC in detail. The Evaluation Committee's comments and concerns related to the recommendations are presented in the matrix that appears after Section 7: Conclusion. They are an integral part of this report and address many issues not captured in the discussion of major items. These comments are intended to provide further guidance to the Interim Authority in its task of implementing the vision of the CLTSC.